

**FINAL 2002 REPORT
ON THE
TEN-YEAR REVIEW OF
SOLID WASTE
MANAGEMENT PERMITS**

Virginia Department of Environmental Quality

January 2003

FINAL 2002 REPORT ON THE TEN-YEAR REVIEW OF SOLID WASTE MANAGEMENT PERMITS – January 2003

EXECUTIVE SUMMARY

Under the Virginia Waste Management Act and the Solid Waste Management Regulations, at least once every ten years, the Director must review and issue written findings on the environmental compliance history of each permittee, material changes, if any, in key personnel, and technical limitations, standards, or regulations on which the original permit was based. The reviews are to be undertaken in accordance with time periods established by regulation of the Virginia Waste Management Board for different categories of permits.

This report presents the results of a review of all active solid waste management facility permits issued after July 1, 1991 but prior to July 1, 1993, as required by statute and regulation. Eighteen (18) permits issued during this time frame have not closed and have been reviewed for this report.

The review included both an environmental compliance history review and a technical review. The environmental compliance history review consisted of a compilation of the past ten years of inspection records. The findings include the number of inspections conducted each year and the number of alleged violations. The requirements for disclosure statements, including changes to key personnel, were among the criteria examined in the environmental compliance history review. The technical review compared the contents of the existing, individual permits to the contents now required for issuance of a permit. Over the years, the permitting standards have been changed by statute, and by amendments to the governing regulations in March 1993, and May 2001. The findings of the technical review identify the components, or modules, that are required in current permits but that have not been included in the existing, individual permits.

By statute, if the Director finds repeated material or substantial violations of the permittee or material changes in the permittee's key personnel that would make continued operation of the facility not in the best interest of human health or the environment, the Director shall amend or revoke the permit. Also, the Director may amend the permit to include additional limitations, standards or conditions when the underlying standards have been changed by statute or regulation, or as otherwise provided by law.

Any permit amendment will take place in accordance with the Virginia Waste Management Act and the Virginia Administrative Process Act.

The Director retains authority to revoke, amend, or suspend permits in accordance with applicable laws and regulations. The Director also retains authority to address violations of statutory, regulatory, or permit requirements by order or other remedy, including immediate action as necessary, in appropriate circumstances.

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AUTHORITY AND BACKGROUND

This *Final 2002 Report on the Ten-Year Review of Solid Waste Management Permits* is issued pursuant to Virginia statutory and regulatory requirements.

The Virginia Waste Management Act, at Va. Code ' 10.1-1408.1 E., requires the Director of the Department of Environmental Quality (Director and Department, respectively) to review and issue written findings on specific aspects of permitted solid waste management facilities at least once every ten years. The reviews are to be undertaken in accordance with time periods established by regulation of the Virginia Waste Management Board for different categories of permits. The pertinent part of Va. Code ' 10.1-1408.1 E. states as follows:

At least once every ten years, the Director shall review and issue written findings on the environmental compliance history of each permittee, material changes, if any, in key personnel¹, and technical limitations, standards, or regulations on which the original permit was based. The time period for review of each category of permits shall be established by Board regulation.

The same section of the Code addresses amendment or revocation of solid waste management permits based on the required review and findings:

If, upon such review, the Director finds that repeated material or substantial violations of the permittee or material changes in the permittee's key personnel would make continued operation of the facility not in the best interests of human health or the environment, the Director shall amend or revoke the permit, in accordance herewith. Whenever such review is undertaken, the Director may amend the permit to include additional limitations, standards, or conditions when the technical limitations, standards, or regulations on which the original permit was based have been changed by statute or amended by regulation or when any of the conditions in subsection B of § 10.1-1409 exist. The Director may deny, revoke, or suspend any permit for any of the grounds listed under subsection A of § 10.1-1409.

¹ "Key personnel" means the permit applicant and any person employed by the applicant in a managerial capacity, or empowered to make discretionary decisions, with respect to the solid waste operations. See Va. Code §10.1-1400.

The Virginia Waste Management Board established by regulation that the first review of permits would address facilities in existence prior to July 1, 1991 and facilities permitted after July 1, 1991 would be reviewed prior to the ten year anniversary of permit issuance.² Eighteen (18) solid waste management facilities with permits issued after July 1, 1991, but prior to July 1, 1993 that have not closed have been reviewed for this report. Two of the eighteen permits reviewed have not been constructed and therefore have not been inspected by the Department. A technical review was performed on these permits since the facilities have valid permits issued by the Department.

In accordance with the statute, the review included both an environmental compliance history review and a technical review of the permit.

ENVIRONMENTAL COMPLIANCE HISTORY REVIEW

The environmental compliance history review consisted of a compilation of information from the Department's inspection records. The information included the number of inspections conducted each year and the number of alleged violations. The requirements for disclosure statements, including changes to key personnel, were among the criteria examined in this review.

Staff from the Department's regional offices conducted environmental compliance history reviews for the facilities located in their region. Staff examined all available inspection records between 1992 and 2001. From this review, a simple tabulation was made of the number of inspections conducted and the number of alleged violations recorded. For consistency, worksheets were developed for conducting the reviews. The same worksheet was used for all types of facilities included in the review.

TECHNICAL REVIEW

The technical review compared the contents of the existing, individual permits for the facilities to the contents now required for issuance of a permit. Over the years, the permitting standards have been changed by statute, and by amendments to the governing regulations in March 1993 and May 2001.

Staff from the Department's central office conducted the technical reviews. In particular, each of the 18 permits was reviewed to ascertain whether it contains the documentation required in a current solid waste management facility permit, as specified in Part VII of the Virginia Solid Waste Management Regulations (VSWMR),³ including requirements of the Virginia Waste Management Act. The standards of VSWMR address the design, construction, operation, monitoring, closure, and post-closure maintenance for landfills and other solid waste management facilities, as necessary. Applicable permit

² Virginia Solid Waste Management Regulations (VSWMR), 9 Virginia Administrative Code (VAC) 20-80-100.C.

³ 9 VAC 20-80-10, et seq.

elements, or modules, or portions of such modules, that are not included in existing, individual permits issued between July 1, 1991, and July 1, 1993 were identified during the review.

As before, for consistency, a worksheet was developed for conducting the reviews. A separate worksheet was completed for each facility to document the content of the facility's permit compared to current requirements.

RESPONSE TO COMMENT

The Department issued a report in June 2002 and accepted comments from facilities and the public until August 30, 2002. Detailed responses to comments are found in Attachment 1 of this final report.

Many commenters noted that their facilities have submitted plans, incorporated documents into the operating record, or follow regulatory requirements, even though the documents are not formally incorporated into the permit. Not including the documents in the Permit Review Checklist, they say, gives a misleading impression that the facility does not have such plans or documents, or that it is not in compliance with the regulations. Examples include operating plans, groundwater monitoring programs, unauthorized waste acceptance plans, and financial assurance.

The statute requires the Department to review the "technical limitations, standards, or regulations on which the original permit was based." All of the permits subject to this review were issued prior to current regulations. The findings of the technical review are only to identify the components, or modules, that are required in current permits but that have not been included in the existing, individual permits. The technical review does not include documents that facilities may have developed or submitted for approval in accordance with regulatory requirements, but that have not been included in the permit itself. Therefore, a notation in the technical review that a component or module is not included in a permit does not necessarily imply that a facility lacks a plan approved by the Department addressing that element or that the facility is out of compliance. It may mean, however, that the documents that have been developed, submitted, or approved are not entirely consistent with the current requirements for issuance of a permit.

Additionally, information included in the Permit Review Checklist reflected contents of the permit on the date the permit was reviewed. Some facilities noted that their permits had been amended since the review of their permit was conducted or that a permit amendment is currently being processed to address permit deficiencies. The Department acknowledges that some permits have been amended since a permit review checklist was completed for the facility's permit. The Department will consider any additional amendments or modifications the Department has approved since reviewing the permit when considering criteria for amending permits.

FINDINGS

The findings of the Ten-Year Permit Review are the product of the environmental compliance history review and the technical review. The written findings for individual facilities are contained in Appendices 1 through 4, as described below. Summary information is provided in Tables 1 through 4.

The findings of the environmental compliance history reviews for landfills are provided in Appendix 1, which contains a Compliance Review Worksheet for each landfill subject to this report. The findings of the environmental compliance history reviews for non-landfills are provided in Appendix 2, which contains a Compliance Review Worksheet for each non-landfill facility subject to this report. The compliance criteria are listed in the first column of each worksheet. The number of inspections conducted at the facility by year is provided in the first two rows of each worksheet. The number of times an alleged violation was cited in the inspection reports for a particular year is displayed in the cell corresponding to the criteria and year. Each worksheet also presents the average number of alleged violations per inspection.

A summary of the environmental compliance history review for all landfills is included as Table 1. It lists the number of inspections, the number of alleged violations, and the average number of alleged violations per inspection for all landfills subject to this report. The same information for non-landfill facilities is listed in Table 2. Table 3 shows the total alleged violations and the total alleged violations per inspection for individual landfills. Table 4 shows the same information for non-landfills.

The findings of the technical reviews for landfills are provided in Appendix 3, which contains a Permit Review Checklist for each landfill subject to this report. The first part of the worksheet contains information on the landfill, the reviewer, and a history of permitting activities (amendments and variances) for the facility. It also contains a summary of the comparison of the existing permit to the current regulatory requirements. The remainder of the worksheet for each facility details the current requirement, whether that requirement is found in the existing permit, the source of the requirement, and comments. The findings of the technical reviews for non-landfills are provided in Appendix 4, which contains Permit Review Checklists for non-landfills.

AMENDMENT OR REVOCATION OF PERMITS

As noted, under the governing statute, if the Director finds repeated material or substantial violations of the permittee or material changes in the permittee's key personnel that would make continued operation of the facility not in the best interest of human health or the environment, the Director shall amend or revoke the permit. Also, the Director may amend the permit to include additional limitations, standards or conditions when the underlying standards have been changed by statute or regulation, or as otherwise provided by law. Any permit amendment is subject to the requirements of

the Virginia Waste Management Act, Va. Code § 10.1-1400, et seq., and Administrative Process Act, Va. Code § 2.2-4000, et seq.

The Director retains authority to revoke, amend, or suspend permits in accordance with applicable laws and regulations. The Director also retains authority to address violations of statutory, regulatory or permit requirements by order or other remedy, including immediate action as necessary, in appropriate circumstances.

**Table 1- Total Alleged Violations
Landfills (Sanitary, CDD, and Industrial Landfills)**

Year	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	Total
Number of Inspections	1	4	27	31	33	54	53	84	95	96	478
Alleged Violations	0	1	15	9	12	14	45	19	42	27	184
Average Alleged Violations	0.00	0.25	0.56	0.29	0.36	0.26	0.85	0.23	0.44	0.28	0.38

Average Alleged Violations per Inspection: 0.38

**Table 2- Total Alleged Violations
Non-Landfills (Transfer Stations and Composting Facilities)**

Year	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	Total
Number of Inspections	0	8	12	14	13	12	19	12	14	13	117
Alleged Violations	0	1	0	4	0	1	2	1	1	0	10
Average Alleged Violations	0.00	0.13	0.00	0.29	0.00	0.08	0.11	0.08	0.07	0.00	0.09

Average Alleged Violations per Inspection: 0.09

**Table 3- Individual Facilities Alleged Violations
Landfills (Sanitary, CDD, and Industrial Landfills)**

Facility Name	Permit #	DEQ Region	Total Alleged Violations	Average Alleged Violations Per Inspection
Greif Brothers (VA Fibre Landfill)	536	SCRO	14	0.47
Maplewood Recycling & Waste Disposal Fac.	540	PRO	4	0.08
Upper Occoquan Sewage Authority Landfill	542	NVRO	0	0.00
Saint Laurent Paper Products Corporation Landfill	543	PRO	1	0.05
Lunenburg County Sanitary Landfill**	544	SCRO	0	0.00
Springfield Road Sanitary Landfill	545	PRO	51	1.06
Livingston Sanitary Landfill #2	547	NVRO	24	0.56
New River Resource Auth. Regional Solid Waste Facility	548	WCRO	27	1.04
Georgia Pacific, Big Island Industrial Landfill	549	WCRO	30	1.07
Hoechst- Celanese Fibers Landfill	550	WCRO	3	0.08
Shredded Products Corporation Landfill	552	WCRO	7	0.26
Old Dominion Sanitary Landfill and Resource Mgt. Facility	553	PRO	10	0.19
King & Queen County Sanitary Landfill	554	PRO	6	0.11
Smith Gap Regional Sanitary Landfill (RVRA)	555	WCRO	7	0.21

**Table 4- Individual Facilities Alleged Violations
Non-Landfills (Transfer Stations and Composting Facilities)**

Facility Name	Permit #	DEQ Region	Total Alleged Violations	Average Alleged Violations Per Inspection
SPSA Landstown Transfer Station	537	TRO	5	0.11
NRRA Composting Facility**	538	WCRO	0	0.00
SPSA Ivor Transfer Station	539	TRO	4	0.09
Roanoke Transfer Station (RVRA)	546	WCRO	1	0.03

** Denotes facilities that have not been constructed.

Appendix 1 - Compliance Review Checklists for Landfills

Sanitary Landfills, CDD Landfills and Industrial Landfills

*This appendix is available as a separate download from the
Department's website.*

Appendix 2 - Compliance Review Checklists for Non-Landfills

Transfer Stations and Composting Facilities

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Appendix 3 - Permit Review Checklists for Landfills

Sanitary Landfills, CDD Landfills and Industrial Landfills

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Note: The technical review does not include documents that facilities may have developed or submitted for approval in accordance with regulatory requirements, but that have not been included in the permit itself. Therefore, a notation in the technical review that a component or module is not included in a permit does not necessarily imply that a facility lacks a plan approved by the Department addressing that element or that the facility is out of compliance. It may mean, however, that the documents that have been developed, submitted, or approved are not entirely consistent with the current requirements for issuance of a permit. Facilities that lack current, facility specific permit modules remain subject to their existing permits, any approved plans, and the standards in the applicable regulations.

Appendix 4 - Permit Review Checklists for Non-Landfills

Transfer Stations and Composting Facilities

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Note: The technical review does not include documents that facilities may have developed or submitted for approval in accordance with regulatory requirements, but that have not been included in the permit itself. Therefore, a notation in the technical review that a component or module is not included in a permit does not necessarily imply that a facility lacks a plan approved by the Department addressing that element or that the facility is out of compliance. It may mean, however, that the documents that have been developed, submitted, or approved are not entirely consistent with the current requirements for issuance of a permit. Facilities that lack current, facility specific permit modules remain subject to their existing permits, any approved plans, and the standards in the applicable regulations.

Attachment 1 – Responses to Comments

*This appendix is available as a separate download from the
Department's website.*